

Message Text

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ACTION EUR-12

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FM AMEMBASSY ANKARA

TO SECSTATE WASHDC 2564

INFO AMEMBASSY ATHENS

AMEMBASSY NICOSIA

AMCONSUL ADANA

AMCONSUL ISTANBUL

AMCONSUL IZMIR

C O N F I D E N T I A L ANKARA 1481

E.O.11652: GDS

TAGS: PFOR, CY, TU

SUBJECT: MILITARY ASSISTANCE LEGISLATION AND TURKISH CIVILIAN
POPULATION ON CYPRUS

REF: (A) ANKARA 1059, (B) STATE 039122, (C) NICOSIA 0442

1. WE ARE DEEPLY CONCERNED BY A NEW ELEMENT IN BOTH THE
SENATE AND HOUSE VERSIONS OF SECTION 620(X)(1) OF THE
FY 1976 FOREIGN MILITARY ASSISTANCE ACT WHICH CONDITIONS
TURKISH ASSISTANCE ON TURKEY'S NOT INCREASING ITS CIVILIAN
POPULATION IN CYPRUS. ALTHOUGH THIS ISSUE HAS NOT YET BEEN FOCUSED
ON BY TURKISH PRESS, IT IS A POTENTIALLY SERIOUS
AND CONTENTIOUS ISSUE. FONMIN CAGLAYANGIL MENTIONED IT
DURING HIS MEETING WITH THE AMBASSADOR FEBRUARY 3 WHEN, IN
REACTION TO THE SENATE FOREIGN RELATIONS COMMITTEE'S
APPROVAL OF THE BILL, HE FIRST RAISED THE POSSIBILITY OF
CANCELLING OR POSTPONING HIS VISIT TO THE UNITED STATES.

2. THE TURKS STRONGLY BELIEVE THAT THE PRESENT POPULATION
IMBALANCE IN CYPRUS WHICH FAVORS THE GREEK-CYPRIOTS BY MORE
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THAN FOUR TO ONE IS A RECENT PHENOMENON AND IS ENTIRELY

THE RESULT OF PRESSURES FROM THE BRITISH COLONIAL ADMINISTRATION AND FROM THE MAKARIOS GOVERNMENT WHICH HAVE PERSUADED A SIGNIFICANT NUMBER OF TURKISH-CYPRIOTS TO EMIGRATE OVER THE YEARS. AS WE POINTED OUT IN REF (A), WE BELIEVE THERE IS A CLEAR LEGAL AND MORAL DISTINCTION BETWEEN THE RETURN OF TURKISH-CYPRIOTS TO THE ISLAND AND THE IMMIGRATION OF TURKS OF NON-CYPRIOT ORIGIN. (WE, THEREFORE, PRESUME THE RESTRICTIVE LANGUAGE OF SECTION 620(X)(1) REFERS ONLY TO THE LATTER CATEGORY.)

3. TURKS WOULD TEND TO BLUR THAT DISTINCTION, HOWEVER. THEY BELIEVE THAT IT IS NOT ONLY APPROPRIATE BUT PERHAPS EVEN INCUMBENT UPON THE TURKISH NATION TO MAINTAIN OR INCREASE THE TURKISH PORTION OF THE POPULATION ON CYPRUS. ANY ATTEMPT BY THE U.S. GOVERNMENT TO DICTATE LIMITATIONS ON THE SIZE OF THE POPULATION OF THE TURKISH SECTOR WILL BE CONSIDERED BY THE TURKS AS AN UNACCEPTABLE INTERFERENCE IN TURKISH AFFAIRS. THE BOUNDARIES OF THE TURKISH SECTOR ARE, IN THE TURKISH VIEW, NEGOTIABLE. HOW MANY GREEKS ARE TO LIVE IN THE TURKISH SECTOR IS ALSO NEGOTIABLE. HOW MANY TURKS ARE TO LIVE THERE, HOWEVER, WILL NOT BE ACCEPTED BY THE TURKS AS A SUBJECT FOR NEGOTIATION WITH OTHERS. THE LIMITATION ON THE INCREASE OF THE POPULATION OF THE TURKISH SECTOR IS GOING TO BE OF A PRACTICAL AND ECONOMIC NATURE. WHILE THERE IS LIKELY TO BE SOME BUILD-UP, THE GOT WILL HAVE TO FOOT THE BILL TO PROP UP THE ECONOMY OF THE TURKISH SECTOR AND THIS SHOULD SERVE AS A FAIRLY EFFECTIVE DETERRENT TO ANY GOT DESIRE FOR A MAJOR INCREASE IN POPULATION.

4. BEYOND THE SIMPLE CONTENTIOUSNESS OF THIS ISSUE, WE PERCEIVE THREE ADDITIONAL COMPLICATING FACTORS:

FIRST OF ALL, AS EMBASSY NICOSIA HAS REPORTED, IT IS EXTREMELY DIFFICULT -- IF NOT IMPOSSIBLE -- TO DETERMINE WITH ANY ACCURACY THE NUMBER OF IMMIGRANTS THAT HAVE EITHER COME TO, OR LEFT NORTHERN CYPRUS SINCE AUGUST, 1974. WE SUSPECT MONITORING FUTURE MOVEMENTS TO AND FROM THE TURKISH MAINLAND WILL BE JUST AS DIFFICULT.

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SECONDLY, IT IS EVEN MORE DIFFICULT TO DETERMINE WHAT PROPORTION OF THESE IMMIGRANTS IS OF CYPRIOT ORIGIN AND WHAT PROPORTION MIGHT BE OF NON-CYPRIOT ORIGIN.

THIRD, WE FEAR THAT BY INCLUDING THIS PROVISION IN THE LEGISLATION, CONGRESS IS GIVING GREEK PARTISANS A HANDY WEAPON TO ATTACK U.S. WITH. JUST AS IT IS EXTREMELY DIFFICULT TO PROVE THE FACT OF IMMIGRATION, IT IS EQUALLY

(OR PERHAPS MORE) DIFFICULT TO DISPROVE SUCH ALLEGATIONS.
TO TIE U.S. POLICY TOWARD SUCH AN IMPORTANT ALLY AS TURKEY TO SUCH AN
ARGUMENTATIVE AND ULTIMATELY UNCERTAIN CONDITION IS, IN
OUR JUDGMENT, AN EXTREMELY UNWISE COURSE. MOREOVER, ALTHOUGH IT
IS NOT PROPER TO SAY THIS IS A NON-ISSUE, IT HAS NOT YET
BECOME A BIG ISSUE AND, IN OUR VIEW, WILL NOT BECOME
ONE UNLESS THE U.S. CONGRESS MAKES IT ONE. WE THEREFORE
STRONGLY RECOMMEND DEPARTMENT TRY TO PERSUADE CONGRESS TO DELETE
THIS PROPOSED LANGUAGE FROM SECTION 620(X)(1).
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